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Fortunately it seems possible to solve the problem of the protection of children by a method in which the state will lose none of its rights and the government will lend its valuable offices and powerful prestige.

"The national child labor committee, which is conducting the campaign in favor of national legislation in behalf of children, asks simply for the establishment of a children's bureau in the Department of the Interior. The bill now before the Senate seeking this end grants to that office only the rights of investigation and publicity. These rights, however, if well used, will result in the collection of all the data the public needs to form its opinion; and this opinion can easily find expression in the enlightened state laws. May it not be that in this proposed union of national research and publicity with state autonomy many of the most trying of the great modern evils will be cured? If such should be the fortunate result, good laws would not mean curtailing in the slightest degree the liberty of the several states."

"We do not want merely statistics which the government now furnishes in part for some of these questions, but we want such illuminating reports on child labor as the Bureau of Corporations has recently furnished about Standard Oil and the Railroads, or the Bureau of Labor furnishes about labor problems. Where is the Children's Bureau in our National Government? It was a woman's happy suggestion a few years ago—from Miss Lillian D. Wald of the Nurses' Settlement in New York—that we should have a National Children's Bureau—and the National Child Labor Committee has willingly adopted the suggestion and a bill is now pending in Congress to create such a Bureau. It will become a law, I believe, only if you women want it earnestly enough to work for it. You have in your clubs endorsed the Crane bill to establish the bureau, but this will not be enough to get it. You must endorse it over and over again, write personally over and over again to your Senators and Representatives, make a point of seeing them about it when they return home from Washington. Write "*Children's Bureau*" on your program for work and discussion next fall in every club here represented, and when the next session of Congress assembles in December we will have a National Children's Bureau, and half the battle against child labor will be won."

CHILD LABOR IN BELGIUM.

By FRANCIS H. McLEAN in Collaboration With Professor Emile Waxweiler of Brussels. A report prepared for the National Consumers' League.

The history of the regulation of child labor in Belgium presents to us a curiously mixed and confusing development. This is because the standards set by the law of December 13, 1889, which still is the chief law on the subject, were not high and also because that statute opened the way for letting down the bars in some directions, and in building the fences higher in other

directions, through administrative decrees. The excellencies and defects of the system of continental administrative law systems are well illustrated in this sphere of legislative activity. It may sound paradoxical but it seems to be true, that administrative bodies are likely to be both strict and lenient whenever there is left to them the detailed interpretation of a law in which they are permitted to make concessions under some circumstances and to make the restrictions severer than in the original law under other circumstances. The law of December 13, 1889, permitted the administration to limit or entirely forbid the employment of children under the protected age (16) as well as women under age of 21, in occupations which might thereafter be determined upon as being dangerous for them or beyond their strength. On the other hand in industries which might be injuriously affected by interruptions at certain periods, the administration could arrange for excepting such industries from the operations of the law, prohibiting night and Sunday work. These two provisions contain the keynote of the development since 1889.

While the law of 1889 was by no means behind the times at the period of its enactment, as we go over the provisions you will readily perceive that, it is archaic now even when interpreted in the light of the administrative decrees which have followed. After all, basic standards must be set by legislation, administrative interpretations cannot entirely reconstruct. The development in Belgium plainly indicates the need of a new law, based upon the progress of thought during the last decade. France and Belgium, as would naturally be expected, have proceeded along somewhat similar lines of progress in this field, but there has been later legislation in France which marks an advance over the position now occupied by Belgium.

The Law of December 13, 1889.

Turning to the law of December 13, 1889, we find employment of children under 12 prohibited and the employment of children under 16 and women under 21 thus regulated:

1. Not more than 12 hours' work per day in any industry and in a number as indicated below there is restriction to from 6 to 11 hours, the greater number of such special provisions however limiting to 10 hours.
2. Not more than six days' labor per week, excepting in industries indicated below.
3. No work between 9 P. M. and 5 A. M. This also subject to exceptions.
4. Employment in unhealthy or dangerous occupations prohibited in some cases, strictly regulated in others.

Special Limitations on Hours of Labor for Women and Children.

By a number of administrative decrees made by authority of the Law of December 13, 1889, the following special limitations on hours of labor in particular industries have been made:

| Industry | For | Limitation of hours of labor | Duration of periods of rest |
|--|-----------------------------------|---|---|
| Spinning and weaving of flax, cotton and hemp | Children (14 & over) | | |
| Ditto | Women to age 21 | 11½ | 1½ |
| Brick & Tile making, etc | Children 12 & 13 yrs. | 6 | 1½ |
| | All protected by law | 12 | If 8-12 hours' work, 1½ hours. If 6-8 hours' work, 1 hr. |
| Clothing industries, hosiery, lace, em- broidery, braid, etc. | Ditto | 11 | 1½ |
| Mechanical construc- tion work on large scale (machines, lo- comotives, etc.)... | Children 14-16 | 11 | 1 |
| Mechanical construc- tion work on large scale (machines, lo- comotives, etc.)... | Women to 21 | 11 | |
| Woolen manufactur- ing | All protected by law | 11½ | 1½ |
| Preserving of fish... | Children 12-14 | 10 | ¹ |
| | All protected by law | 11 | If work is over 8 hours, 1½ hours. If from 6-8 hours, 1 hour. |
| Subterranean work in mines of ore..... | Women 16-21 | 11 | ¾ of time of work |
| Ditto | Girls 12-16 | Prohibited | |
| Ditto | Boys 12-14 | 4 | Ditto |
| Ditto | Boys 14-16 | 10½ | Ditto |
| Manufacturing of sug- ar | All protected by law | 10½ | 1½ |
| Chemical matches.... | Ditto | 10½ | 1½ |
| Manufacturing of glass windows in hollowed ovens and ovens for pithers. | Ditto | 10½ | 1½ |
| Manufacture of coke | Ditto | 10½ | 1½ |
| Manufacture of by- products of coke.. | Ditto | 10½ | 1½ |
| Manufacture of char- coal | Ditto | 10½ | 1½ |
| | | | 3 rests: 1 of 20 min. in morning; 1 hr. at noon, and 20 min. in afternoon. |
| Glass works..... | All protected | 10 | |
| Printing of newspa- pers | Ditto | 10 | 1½ |
| Industrial arts, in- cluding lithograph- ing, photographing, polishing metals, etc | Ditto | 10 | 1½ |
| Manufacture of paper | Children 14-16 and Women 16-21 | 10½ | 1½ |
| Ditto | Children 12-14 | 6 | 1½ |
| Manufacture of to- bacco and cigars.. | Children 14-16 and Women 16-21 | 10 | 1½ |
| Ditto | Children 12-14 | 6 | 1½ |
| Manufacture of pot- tery, crockery and earthenware | All protected by law | 10 | 1½ |
| Manufacture of fire- proof products ... | Ditto | 10 | 1½ |
| Manufacture of look- ing glasses..... | Ditto | 10 | 1½ |
| | | 8 in Dec., Jan. and Feb. 10 during re- mainder of year | 1½ |
| Building trades..... | Children | | |
| Manufacture of zinc. | Children 14-16 | | |
| Ditto | Women 16-21 | 10 | 1½ |
| Manufacture of small mechanical instru- ments | Children 12-14 | 5 | 1 |
| Ditto | Children 14-16 | Varying from 10-11 in different particu- larized industries | 1½ |
| Surface work around mines | Women 16-21 | 10 | 1½ |
| | Children 12-14 | 10 | 1½ |
| | All protected by law | 10 | 1½ |

The table as arranged above is certainly a very curious one. It is quite evident that the administrative decrees have been fashioned in an attempt to further the interests of the child and at the same time to maintain existing routines as far as possible in the different industries. They are indeed interesting as marking the progress of events in Belgium since the law of 1889, limited as the standards were of the original law.

Night Work.

While the administrative decrees show progress in cutting down the hours of labor in many important industries, it is unfortunately true that retrogression is indicated in their conceding night work in certain industries where employers have apparently claimed that their routines and systems cannot be changed to meet new conditions.

For purposes of comparison it will be well to recall that in France, Belgium's neighbor, night employment for children as a customary thing is only permitted in mills where "fire burns continually." Here only for male children. In a few other industries such as the making of butter, ready-made clothing, toys, the preserving of fruit and fish, overtime work to 11 at night may be permitted during busy seasons and not for more than 60 days in any one year. In Belgium night work is permitted during the whole year in the following industries:

1. Manufacture of paper—for boys between 14 and 16.
2. Manufacture of sugar—for children between 14 and 16 and young women between 16 and 21.
3. Manufacture of looking glasses—for boys between 14 and 16 at the "flowing" of the glass.
4. Manufacture of zinc—for boys between 14 and 16.
5. Manufacture of ordinary glass products—for children between 14 and 16, and young women to 21.
6. Manufacture of enamel—for boys between 14 and 16.
7. Manufacture of window glass in hollowed ovens—for children between 14 and 16, and young women to 21.
8. Mining underground—for boys 14 to 16.
9. Surface work around mines—for women 16 to 21, sometimes limited to midnight.

Besides these special privileges for night work to be taken advantage of at any time, preservers of fish may employ children between 14 and 16 and young women between 16 and 21, up to 12 at night for not over 30 days in any one year. No such child or woman is to work more than 12 hours in any 24.

It is to be hoped that the pendulum has swung its length in this matter of special privileges and that from now on there will be a gradual reduction in the amount of night work permitted to minors.

Sunday Work.

Beautifully archaic and quaint are certain special administrative regulations permitting Sunday work in certain industries, work which is apparently considered necessary. The following list shows in what factories a certain amount of work every other Sunday may be permitted in connection with some manufacturing process:

1. Manufacture of looking glasses—boys between 14 and 16 for not over 6 hours with one hour of rest.
2. Manufacture of ordinary glass products—children between 14 and 16 for 6 hours with half hour of rest.
3. Manufacture of window glass in hollowed ovens and ovens for pitchers—children between 14 and 16 and young women 16 to 21.

Strangely enough the decree is silent on any limitation of hours beyond the ordinary limitation for week days.

4. Manufacture of coke—boys between 14 and 16 for 8 hours with one hour of rest.

But the state having thus permitted some of its wards to enter workshops on Sundays is not forgetful of its responsibilities, but rises to the occasion by requiring that in addition to the periods of rest indicated above, each person so employed shall be given opportunity to attend to his religious worship. That is simply delicious,—the very apotheosis of compromise is here reached—industrialism is satisfied—the needs of the soul are attended to, excepting in one case. The decree regarding the manufacture of window glass makes no provision of this sort. The concession here to industrialism appears to be complete.

It is striking indeed that the trail of the glass dragon seems to be as much in evidence in Belgium as in the United States. This despite very radical differences in industrial processes.

Interdicted Occupations.

There are 20 industries in which the employment of women and girls under the age of 21 and of boys under the age of 16 is absolutely prohibited. In France the number is 47. Of our 20, 15 have to do with the manufacture of chemicals as against 32 for France. The other five bar the workers classed above from rooms of dissection, depots of animal waste and factories making other products out of animal waste, menageries and workshops making use of hog bristles.

Forty-four occupations are forbidden for children under 16 though women may work in them. In comparison France only has a list of 10. The chemical group heads the list with a total of 23, thus evening upon the two groups in the two nations. The other prohibitions refer to the following: slaughter houses, gut works, establishments for the flaying and cutting up of horses, the preparation of old hides, manufacture of tar packing for vessels, utilization of kitchen waste, utilization of the entrails of

animals, the development of electric power where accumulators are charged for the production of light and use of power at a distance, manufacture of packing tar oil, quicksilvering of mirrors, oil distillations (6 forms concerned), the salting and smoking of fish, utilization of blood of animals, salting of meats, application of varnish paints, polishes, etc., manufacture of varnish.

As in France there is a long list of industries in which employment is forbidden in certain processes only. Only that while in France, in 34 out of a total of 94, women of any age also are barred out; in Belgium there are but three industries (out of 92) in which this is the case and the prohibitions then only extend to women under 21 years of age. Let us tabulate these three and find just where women and children are excluded:

1. Manufacture of chemical matches.—No women or girls under 21 and no boys under 16 to be employed where the paste is made or where the matches are steeped in phosphorus. Also no child under 14 to be employed where the cases are filled.

2. India Rubber.—No one under 16 to be employed. The work of women between 16 and 21 to be limited to five hours per day.

3. Taking off of hides of hares and rabbits.—No women under 21 and no children under 16 to be employed where chemicals are used.

The next group of interdictions prohibits employment of children under 16. Classifying roughly by nature of occupation we develop this table:

| | |
|--|-------|
| Manufacture or use of chemicals..... | 6 |
| Processes with metals..... | 4 |
| Processes with stone and other minerals (excluding metals) | 3 |
| Processes with animal products..... | 13 |
| Processes with vegetable substances..... | 3 |
| Miscellaneous and composite..... | 4 |
| | <hr/> |
| | 33 |

The third series of regulations prohibit the employment of children under 14.

A table, similar to the one just given, yields this classification:

| | |
|--|-------|
| Processes with metals..... | 9 |
| Processes with stone and other mineral substances (excluding metals) | 2 |
| Processes with animal products..... | 4 |
| Processes with vegetable substances..... | 5 |
| Miscellaneous and composite..... | 6 |
| | <hr/> |
| | 26 |

Illustrations of Prohibitions.

Space forbids the presentation here of all the industries and processes affected by these prohibitions, but a few taken out of the list are herewith given.

(a) Prohibition of employment of children under 16.

| INDUSTRY. | PROCESSES COVERED BY PROHIBITION. |
|---|--|
| 1. Manufacture of explosive products. | All processes in the workshops. |
| 2. Refining of precious metals. | Where acids are used. |
| 3. Saw mills. | Where dangerous tools are used. |
| 4. Manufacture of liquors. | Where distillation is effected. |
| 5. Silver plating and gilding. | Galvanization and gilding. |
| 6. Manufacture of cement. | Pounding, grinding and sifting where the dust evolved is not drawn out of the shops by some mechanical device. |
| 7. Depots of rags. | Practically a complete elimination of child labor. |
| 8. Manufacture of brushes on a large scale. | Where dust is disengaged and gathers. |
| 9. Manufacture of oil from grease. | Where heated to high temperature. |
| 10. Washing or bleaching of sponges. | Where fetid odors are thrown out by gelatinous animal matter. |

(b) Prohibition of employment of children under 14.

| | |
|--|--|
| 1. Galvanization of iron. | Where galvanization is effected. |
| 2. Manufacture of hemp, flax and analogous substances. | Where dust is freely evolved and is not cleared away by some mechanical process. |
| 3. Breweries. | Where distillation occurs. |
| 4. Plating of metals on a large scale. | Scraping and plating. |
| 5. Manufacture of porcelain. | Where dust is freely evolved. |

Other General Provisions of the Law of December 13, 1889.

The word factory is not accurately defined in the law but as in France there is expressly excepted from its regulations all domestic workshops where members of the respective families only are employed, when the industries in such workshops are not classed as dangerous or unhealthful and when boilers and mechanical motors are not used in them.

Women may not be employed during the four weeks after child-birth.

A fine of from 26 to 100 francs may be imposed upon conviction for a violation of any provision of the law but where conviction covers the illegal employment of a number of persons the total fine shall not exceed 1,000 francs. A second conviction means the doubling of this amount.

A fine of from 1 to 25 francs may be imposed upon a parent or guardian for the illegal employment of a child.

Enforcement of the Law.

The enforcement of the law is carried out by a small corps of mining engineers and factory inspectors subordinate to the Minister of Industry and Labor. There are a few physicians on the staff and also a few women; but there have been very bitter comments on the smallness of the inspection corps and various attempts have been made to enlarge it, so far without avail.

No Educational Tests.

There is no compulsory education law in Belgium and consequently a child is not required to attain to a minimum degree of culture before being allowed to work. The age limit is the only limit. A keen observer states that most of the children of poor parents go to work just as soon as it is possible. He also says that the education of the child before his working days is very poor and incomplete. In this direction it is certain that Belgium has by no means reached the standards which prevail in France.

A Case of Arrested Development.

Despite the progress made in reducing slightly the hours of labor in certain industries, which has been commented on above, it is certain that the history of the administration of the child labor law in Belgium is not one of unmixed progress. It is true that the lists of forbidden occupations for children are large but on the other hand retrogression for original standards is plainly indicated by the extension of night and "every other Sunday work." Then again if we compare Belgium and France, which has so well specialized in excluding children from certain industries, we at once observe the inferiority of the former, which may be graphically illustrated by the following table.

| Nation | Industries and Processes in which employment of women and children is prohibited | Employment of Children between 16 & 18 | Employment of Children between 14 & 16 | Employment of Children between 12 & 14 |
|--------------|--|--|--|--|
| France | 81 | 138 | 67 | 167 |
| Belgium | 23 | 23 | 56 | 82 |
| (girls only) | | | | |

It should be remembered that this table is a progressive one, each class, as one reads from left to right, including the industries counted in the pre-

ceding classes. One glance suffices to indicate how far Belgium falls behind. It is perhaps well to again remind ourselves that in both France and Belgium the original agitation for the abolition of child labor took the form not of making rigid and high age requirements but of barring out children from certain industries which were emphatically dangerous to their health. But the whole trend of the movement in France plainly indicates that there has been an infusion of other ideas and France is slowly working up to the higher standards in the direction of age requirements, while at the same time far outdistancing other countries in the number of its prohibitions which protect children up to 18 years even. Belgium has let down the bars somewhat since the Law of 1889 and it remains to be seen just what will be the administrative history of the next few years. The period of what looks like disastrous compromise is not over.

A Repeated Lesson.

Nevertheless Belgium repeats the lesson which France taught. Backward indeed on age, educational and night work limitations, it again points out to us the value existing in continental systems of administration and administrative decrees in barring children from many particular industries. Though these systems of prohibitions were born out of a spirit of compromise, still it is a question if when we have established our fixed standards in the United States, we shall not turn to them for suggestions as to further specific prohibitions. There is need yet for the protection which specific prohibitions will give to boys between 16 and 18 and young women to 21 as well as to children between 14 and 16 so long as their employment is legal.

THE RELIEF OF THE POOR IN ITALY.

BY DR. G. M. PALLICCIA, PERUGIA, ITALY.

In those States of Europe where the Reformation took root, there manifested itself once more, though under another aspect, the pagan system of public charity, the obligation of the State to succor the needy. Italy, remaining Catholic, still considered charity as a duty resulting from the tie of fraternity amongst all men, a duty which did not belong to the Government, but to the more fortunate members of society. Legacies and foundations "*ad pias causas*," in the most varied forms,—small doles, alms-houses, medical relief at home or in hospitals, *crèches* and infant asylums multiplied, always more or less associated with religious worship. These hybrid institutions, which were something between public, private, and ecclesiastical charities, began from the eighteenth century to be regarded with disapproval in some Italian States, which, notwithstanding the obstacles raised by the Church, tried to bring these "*Opere Pie*" under the control of the State. At the same time the idea of public charity began to make progress. Count